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OFFICE OF THE CHIEF OF NAVAL OPERATIONS
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27 Jul 07

From: Head, Military Pay and Compensation Policy Branch (N130)
Subj: PAY ENTITLEMENT POLICY INTERPRETATION AND CLARIFICATION
PERTAINING TO MEMBERS SERVING IN GLOBAL WAR ON TERRORISM (GWOT)
SUPPORT ASSIGNMENTS (GSA)

Ref: (a) Title 37, United States Code
(b) Joint Federal Travel Regulations (JFTR), Vol. I
(c) DODFMR Vol. 7A

Encl: (1) Sample Entitlements Request for GSA Personnel

1. Purpose. To provide authoritative guidance and clarification regarding the interpretation of existing laws, regulations, and policies as they pertain to the pays, allowances, and other entitlements for active component members serving in or ordered to GSAs. The guidance provided in this letter supplements, but does not supercede, references (a) through (c) and is predicated on the general facts and conditions described in paragraph two, below (i.e., Background). This guidance is not meant to be all encompassing; qualification for specific entitlements by an individual member is often highly dependent on the individual circumstances of the member and, when applicable, of his or her dependents. Addressees and commands of affected members are strongly encouraged to obtain advice and/or guidance from this office when there is doubt or uncertainty regarding entitlements prior to making an entitlements determination, that if later found to be in error, could result in putting the member in an overpaid status.

2. Background. For the purpose of providing guidance, it is anticipated that a member with GSA orders will report in a Permanent Duty status under Permanent Change of Station (PCS) orders to one of two Expeditionary Combat Readiness Center Detachments (ECRC Det Norfolk, VA or ECRC Det San Diego, CA) with an en route intermediate temporary duty stop at one of four Navy Mobilization and Processing Sites (NMPS San Diego, CA; NMPS Norfolk, VA; NMPS Gulfport, MS; or NMPS Port Hueneme, CA). An individual member's orders may possibly include other intermediate duty stations en route to the ECRC detachment; however, for purposes of this guidance such intermediate duty stations will not be discussed.¹ Processing of personnel at the NMPS will take approximately five days, after which personnel will

¹ For purposes of qualification for entitlements, such 'other' intermediate duty stations will be treated in accordance with existing policies that are applicable to the normal transfer/permanent change of station process.

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report aboard the ECRC Detachment as their ultimate PDS. At the ECRC Detachment personnel will await onward transportation to report to a Stateside training site for follow-on training in a temporary duty status. Upon completion of pre-deployment training, personnel will then deploy in support of a GWOT mission requirement. Along with the PCS orders to an ECRC Detachment, NPC/BUPERS (PERS-4G) will issue the member either a Temporary Duty (TDY) or an Indeterminate Temporary Duty (ITDY) order that will take him or her from the ECRC Detachment, through the pre-deployment stateside training, deployment, and back to the ECRC Detachment. TDY orders will be issued for rotational assignments with a defined return and date. ITDY orders will be issued for assignments without a specified date of return. ITDY orders are unique in that they do not designate a specific date of return (reference (b), paragraph U4605-A refers), and they may authorize funded moves for a member's dependents to a designated place of residence while the member is deployed. Although dependent moves authorized by ITDY orders may resemble PCS moves, there are certain differences that are discussed below. Whether GSA personnel are deployed under TDY orders or under ITDY orders, such deployments are envisioned to be for periods significantly longer than the normal six-month limit for Temporary Additional duty (TAD). For example, GWOT Support Assignments often involve one year "boots-on-the-ground" (BOG) in Iraq or Afghanistan. Because these deployments will be for periods much longer than is the 'norm' for a land-based deployable unit (e.g., SeaBee battalions, VP squadrons, etc.), GSA personnel, will be afforded certain entitlement benefits akin to those historically associated with "unusually arduous sea duty" or unaccompanied overseas tours of duty. These benefits are discussed in further detail in the paragraphs that follow.

3. Dependent Moves (PCS and ITDY): If a member has dependents, any PCS orders to a permanent duty station (PDS) in the Continental United States (CONUS), including an ECRC Detachment, authorizes the movement of the dependents to the PDS at government expense. For all intents and purposes, assignment to a CONUS duty station is considered to be an 'accompanied tour'. Issuance of PCS orders and subsequent issuance of ITDY orders will create an opportunity for members to execute two dependent moves. Initially, a member is authorized to execute a PCS move of his/her dependents to the PDS of the ECRC Detachment or to a location of a lesser distance from the previous duty station. (reference (b), Chapter 5 refers). Upon issuance of the ITDY orders the member may also execute a dependent move to a designated place (DP) of residency (reference (b), paragraph U4605 refers) in CONUS (if approved by NPC (PER-45H1)) or, if approved by OPNAV N130, a designated place at a non-foreign location outside the Continental United States (OCONUS), including Hawaii and Alaska. Upon completion of a GSA tour of duty at an ECRC Detachment, and as is the norm for other Navy permanent duty assignments, new PCS orders will be issued

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in accordance with the normal detailing process and the opportunity for another dependent move could arise.

4. Temporary Lodging/Per Diem.

a. Active Duty Member. For a member processing at an NMPS (or assigned to another intermediate duty station en route to the PDS) that is not geographically located with the member's gaining or detaching Permanent Duty Station (PDS), normal per diem entitlements will be applied for temporary lodging and meals during that intermediate stop. However, a member arriving at her PDS or processing at an intermediate duty station co-located with her PDS (i.e., on board the same installation or within the corporate limits of the municipality of the installation) is not entitled to per diem. Commander, Navy Installations Command (CNIC) has committed to provide no-cost government lodging and military galley services for personnel at the NMPS and ECRC Detachment locations in a "Transient Protected Status" to avoid un-reimbursable costs to the member. In any case, Temporary Lodging Expense (TLE), as provided for in the PCS orders, may be used to obtain temporary lodging at the PDS, i.e., once permanent housing is vacated at the old PDS or prior to occupancy of permanent housing at the new PDS. TLE is limited to no more than a total of 10 days.

b. Dependents. As in the case of the active duty sponsor, dependents are authorized TLE in conjunction with the sponsor's PCS. However, TLE is not authorized for ITDY funded dependent moves. Accordingly, ITDY orders will have no funding for TLE even though the order may provide funding for a dependent designated place move. Dependents may be authorized Temporary Lodging Allowance (TLA) if authorized a designated place of residency at a non-foreign OCONUS location and if eligible for TLA in all other respects, i.e., dependents not eligible if already residing at the OCONUS non-foreign DP prior to the sponsor's GSA.

5. Transportation and Storage of a Privately Owned Vehicle (POV): Personnel executing a PCS to an ECRC Detachment are authorized to transport a POV(s) to the new PDS in the same manner, and under the same conditions as other Navy members executing a PCS. Upon departing the new PDS (i.e., the ECRC Detachment) for deployment/pre-deployment training, personnel with a POV at the ECRC Detachment PDS are authorized government funded storage of a POV in the vicinity of the PDS (reference (b), paragraph U5464 refers).

6. Housing Allowances (Basic Allowance for Housing (BAH) and Overseas Housing Allowance (OHA)): For a member with or without dependents, the rate of payment for BAH or OHA is, first and foremost, based on a member's permanent duty station (PDS). However, the nature of GSAs is such that a member with dependents could qualify for BAH based on a

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location other than that of his PDS (i.e., the ECRC Detachment). The following provides guidance regarding the payment of BAH, and where applicable OHA, based on a location other than the PDS:

a. The commanding officer (or equivalent), may authorize a member with dependents BAH based on the location of the dependents' continuous residence established while the member was stationed at the old duty station, or based on the member's old duty station rate, whichever is more equitable. In the case of a member whose dependents continuously reside in Hawaii or Alaska, the procedures for members requesting a designated place move to a non-foreign OCONUS location apply (see subparagraph c. below). Commanding officers are not permitted to authorize overseas station allowances (including OHA).

Example: Member currently stationed in San Diego, CA and receives PCS orders to ECRC Det Norfolk, VA. The member received BAH based San Diego, CA although the dependents resided in Temecula, CA (outside the San Diego Military Housing Area (MHA)). The commanding officer/OIC may authorize a BAH rate based on San Diego, CA (the member's old station rate) when the member reports to Norfolk, VA under GSA orders.

b. A member who relocates his dependents under the PCS orders to the new duty station, and if the dependents do not reside in Government Quarters, will receive BAH based on the rate for the duty station. However, if the member relocates his dependents under his PCS orders to a CONUS location of a lesser distance than the distance from the old duty station to the new, or, if the member relocates his dependents to a designated place of residency under his ITDY orders (irrespective of whether he relocated them under his PCS orders), the member may request to receive BAH at the rate based on the dependents location, or the current station rate, whichever is more equitable. In this case, and because the dependents relocated, the member who desires to receive BAH based on the dependents' location in CONUS must submit a request to NPC (PERS-451H) (no request is necessary to receive BAH based on the new PDS). Members who desire to relocate their dependents to a DP under their ITDY orders must submit a designated place of residency request to NPC (PERS-451H) for authorization to move the dependents and receive BAH at the dependent location rate. A sample request format can be found at enclosure (1).

c. As in paragraph three above, a member may desire to relocate his dependents to a non-foreign OCONUS location (including Hawaii and Alaska). To do so, the member must submit a designated place request to OPNAV N130 for authorization to move the dependents and to receive OHA and station allowances based on dependent location. A sample request can be found at enclosure (1). There is no authority to approve a foreign OCONUS designated place. (reference (b), paragraph U4605-B3 refers).

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Example: Member currently stationed in Mayport, FL and receives PCS orders to Norfolk, VA. While stationed in Mayport, the dependents resided with the member. The member receives PCS orders to ECRC Det Norfolk, VA and subsequently ITDY orders for his GSA deployment. He desires to move his dependents to San Juan, Puerto Rico under his ITDY deployment orders. The member must submit a request to OPNAV N130 to receive OHA and station allowances based on San Juan, PR.

d. A member without dependents assigned to GSA duty, who does not permanently reside in government quarters, will receive BAH based on the MHA of the location of the ECRC Detachment to which the member is assigned. A single member who deploys for greater than 90 days is authorized non-temporary storage of HHG for the duration of the deployment assignment. A single member who stores HHGs may still maintain the entitlement to BAH allowance provided the member does not reside in government quarters at the PDS.

7. Government Quarters (GQ)/Public-Private Venture (PPV) Housing.

a. A member with dependents who reside in GQs at a previous duty station at the time the member executes her GSA PCS orders, and who elects to execute the GSA PCS orders as a geographic bachelor, may desire to leave her dependents in GQ for the duration of the GSA assignment. In such circumstances, members must submit a request to CNIC to enable dependents to remain in government quarters at the old duty station.

b. A member with dependents who reside in PPV housing at a previous duty station at the time the member executes her GSA PCS orders, and who elects to execute the GSA PCS orders as a geographic bachelor, may desire to leave her dependents in PPV housing for the duration of the GSA assignment. As in the case above, members must submit a request to CNIC for approval for dependents to remain in the PPV housing at a previous duty station. The member's commanding officer may approve the continuation of BAH based on the member's PDS immediately prior to the GSA PDS, or the dependents' location, in cases where the dependents are approved to remain in PPV housing.

8. Designated Place Letters of Authorization: When a member is ordered to an ITDY assignment, reference (b) paragraph U4605-B3 provides that when the PDS is in CONUS and the temporary duty station is OCONUS, the travel and transportation of dependents at government expense may only be authorized/approved through what is known as the "Secretarial Process". The "Secretarial Process" is a term that refers to the entities/positions within a Service who have been delegated the responsibility to act on behalf of the Secretary concerned in exercising the authority established in reference (b).

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In the case of the Navy, and in regards to ITDY GSA Deployments, OPNAV N130 and PERS-451H have been delegated the authority to act on behalf of the Secretary and therefore, must authorize/approve dependent travel/transportation to a designated place of residency. With respect to a dependent move to designated place in CONUS, NPC PERS-451H is the approval authority; OPNAV N130 is the approval authority in regards to a non-foreign OCONUS location. Upon receiving a request for a DP, NPC PERS-451H or OPNAV N130, as applicable, will act upon the request as expeditiously as possible.

9. Personnel stationed at foreign OCONUS locations. Due to the limitations of Status of Forces Agreements with host nations, members with dependents stationed at a foreign OCONUS duty station when GSA orders are received may not be authorized to leave their dependents in place at the old PDS during the GSA assignment. Unless otherwise authorized by OPNAV N130, dependents will either PCS to the new ECRC PDS or, if authorized by issuance of ITDY orders, will execute a designated place move to a CONUS (as approved by PERS-451H) or OCONUS non-foreign location (as approved by OPNAV N130).

10. Other pays and allowances. Except as indicated in the above paragraphs, a members' qualification for, or entitlement to, other pays and allowances, to include, but not limited to, Basic Allowance for Subsistence (BAS), Dislocation Allowance (DLA), Temporary Lodging Allowance (TLA), and CONUS or OCONUS Cost of Living Allowance (COLA), shall be determined in accordance with existing laws, regulations, and policies. It should be noted that Temporary Lodging Expense (TLE) for temporary lodging in CONUS is not authorized under the ITDY authority.

11. Point of Contact (POC) information. POC regarding the guidance contained in this letter are:

a. General policy question concerning ITDY entitlements, designated place moves, per diem, and OCONUS station allowances: Mr. Cotton W.S. Bowen, N130E, (703) 695-3322, DSN 225-3322, e-mail-nxag n130e2@navy.mil.

b. BAH issues: LT Grey Pfarr, N130C4, (703) 695-3304, DSN 225-3304, e-mail-nxag n130c4@navy.mil.

c. In CONUS DP moves, approval of BAH at dependent location (in CONUS): Ms. Nancy Dryden, PER-451H, (901) 874-4198, DSN 882-4198, e-mail-nancy.dryden@navy.mil.

12. As the implementation of the GWOT Support Assignment process evolves, it may be necessary to revise, update, or otherwise change the guidance contained in this document. Suggestions for revisions or improvements to this guidance are welcome and will be given every

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consideration as we all learn how best to support the needs of the
Navy and our Sailors in these critical assignments.

CR Jacob for
J. B. BUSCH

Distribution:
NPC (PERS-40, PERS-45, PERS-4G)
CNIC (PASS Program)
ECRC DET Norfolk, VA
ECRC DET San Diego, CA

Copy to:
DCNO (MPT&E) (N13, N100, N101, N122)
BUPERS (PERS-00L)
PERS-451H

Sample Entitlements Request for GSA Personnel

[Date]

From: Rank/Rate, Name (First, MI, Last), Branch, SSN/Designator
[ICO officers]
To: [See Note Below]
Via: Commanding Officer [or equivalent]

Subj: ENTITLEMENTS REQUEST ICO I.M. SAILOR IN CONJUNCTION WITH
GWOT SUPPORT ASSIGNMENT (BUPERS ORDERS #[Insert No.])

Ref: (a) OPNAV N130 memo Ser N130/07U0311 of 23 Jul 07

Encl: (1) PCS Orders
(2) TDY/ITDY Orders

1. Per Reference (a), the following entitlements are requested in support of my GSA orders, enclosures (1) and (2).

2. I request approval / waivers of appropriate policies to receive the following entitlements during my GSA/ITDY/TDY (check all that apply):

- ☐ I request to receive BAH based on my dependent(s)'s location.
- ☐ I request to receive BAH based on my previous PDS
- ☐ I request that my dependents be authorized to reside [continue to reside in] in Government Quarters at a ☐ previous PDS, or ☐ authorized designated place of residency.
- ☐ I request that my dependents be authorized to reside in [continue to reside in] PPV housing at a ☐ previous PDS, or ☐ authorized designated place of residency.
- ☐ I request authorization to execute a designated place move for my dependents to [City, State or OCONUS non-foreign location]
- ☐ I desire non-temporary storage of my HHG during my deployment under ITDY or TDY orders.
- ☐ I desire Government storage of my POV during my deployment under ITDY or TDY orders.

3 The following information is pertinent to my request:

a. Marital/Dependency Status:

Enclosure (1)

For Official Use Only (FOUO)
Privacy Sensitive-Any misuse or unauthorized disclosure may result in both civil and criminal penalties.

Subj: ENTITLEMENTS REQUEST ICO I.M. SAILOR IN CONJUNCTION WITH
GWOT SUPPORT ASSIGNMENT (BUPERS ORDERS #[Insert No.])

b. Number Dependents:

c. Current Dependent Location:

d. Current Dependent Housing: Civilian, PPV, or Gov't
Quarters

e. Name and location of Gov't Quarters or PPV housing:

f. Intended location for dependents during GSA
assignment:

I. M. Sailor

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**Note:** Forward entitlement requests related to a non-foreign  
OCONUS designated place to "Head, Military Pay and Compensation  
Policy Branch (N130)". Requests for entitlements related to a  
CONUS designated place are to be forwarded to "Commander, Navy  
Personnel Command (PERS-45H1)".